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ABSTRACT

Careful long-range planning and slow, deliberate growth have benefitted Kershaw County's 500,000 pleasantly varied acres near the state capitol. The county, famous for its equestrian activity, boasts prestige stables, riding clubs, and trails. In addition there are lakes and numerous parks. Leaders want to maintain this aesthetic appeal while promoting small, diverse industry. In addition to some major industry, many small industries are now established in the county and provide more job opportunities, thus stemming earlier outmigration. Manufacturing, government employment, wholesale/retail trade, farming, and forestry form the economic base and provide better than state average wages to the growing population. Camden, county seat and only urban area, has one-fourth of the county population and is growing faster than the rural areas. Seven leaders are positive about Kershaw's future. They see it as a desirable place to live and cite recent improvements in health care, shopping facilities, and the water system which attest to the progressive yet stable environment. In particular, they note the successful zoning and land use plan adapted in 1969 to control for population density, proper drainage, adequate highway access, and public utility use. Three zoning categories exist: agricultural/residential, commercial, and industrial. (SB)

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SOUTHERN REGIONAL RESEARCH PROJECT
SOCIAL ORGANIZATION FOR DEVELOPMENT
OF LOW-INCOME RURAL COUNTIES

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Profile - Objectives A and B
Kershaw County
South Carolina

January, 1979

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INTRODUCTION

This report has been prepared by the Department of Agricultural Economics and Rural Sociology at Clemson University in conjunction with Southern Regional Research/Extension Project S-120, Social Organization for Development of Rural Counties. South Carolina research representatives have been examining factors associated with social and economic development in Union, Kershaw, and Williamsburg Counties. In each county, economic development, health services and facilities, and specific topics and accomplishments were examined. In Kershaw County, the land use topic was studied and county-wide zoning was studied as an example of one development accomplishment.

The first section of this report will include information about the history, physical characteristics, and demographic changes that have occurred in Kershaw County. Subsequent sections will deal with the above economic and service issues of the county. In 1977, more than sixty individuals were interviewed in Kershaw County to obtain information about the history, current situation, evaluation, and opinions concerning these economic and service issues. Then, in late 1978, seven of these individuals were interviewed to obtain current perspectives. An overview of these responses regarding development in Kershaw County are presented in the "Local Perspectives on County Development" section of this report.

History

Kershaw County was formed from the old Craven County in 1778. It was named after Colonel Joseph Kershaw, founder the City of Camden and a leader in the revolutionary period. The habitation and history of the area is traced back eighty-five years earlier, however, when King George II ordered the establishment of eleven townships along the rivers of South Carolina. In 1733 the Royal Council employed St. Julian to lay out the "Town of Fredericksberg on the River Watery." St. Julian miscalculated, however, and laid out most of the city in the Wateree Swamp. For that reason few of the lots laid out by him were ever claimed. The settlers preferred higher ground to the Northeast.

Other than scattered planters and friendly Catawba Indians, there was no settlement of the area until 1750. That year a group of Quakers from Ireland settled west of the Wateree River, north of the current community of Lugoff. Some of the Quakers left the area before the Revolutionary War, but a number of their descendants live in the county

today. The old Quaker Cemetary remains in Camden as a reminder of their settlement.

In 1758, Joseph Kershaw and his brothers built a store at Pine Tree Hill, east of the Wateree River. The store was at the junction of several major Indian trails and also near the river. Thus it proved a natural place for trading. The store prospered and in 1768 Colonel Kershaw requested that the name of the trading post be called Camden in honor of a Lord in Parliament who championed colonial rights. Camden remains the seat of county government.

The British built Cornwallis Castle south of the trading post, and during the Revolutionary War, it became the headquarters for the largest British garrison south of Yorktown, Virginia. By 1781 the Brisish wwre losing the war and destroyed the fort before departing. Camden recovered quickly from the war, in part because of a thriving flour production industry. By 1848 the railroad had arrived in Camden and the city's importance as a river and wagon trade center declined. The area only saw battle twice during the Civil War, but did serve as a treatment center for the wounded. In 1902 a small part of Kershaw County was annexed into Lee County. Agriculture was the dominant economic activity in the county for the 150 years following the Revolutionary War.

A major source of influence in the county has been its equestrian activity. It began in 1802 and, by 1816, the Camden Jockey Club was formed. The U.S. Equestrian Team trains there and the county is the home of two major steeple chase events, the Carolina Cup, and the Colonial Cup. Several prestige stables are located in the area. Camden, in the past, was known as the location of winter homes for a number of wealthy northern families and several maintain more than one dwelling in Camdem. The community now comprises many retirement residences of varying socio-economic bases.

Camden and Kershaw County have been known to be at the forefront in implementing selected local government policy measures. Camden adopted a zoning ordinance in 1948 and the Kershaw County Council adopted a county-wide zoning ordinance in 1969. Kershaw County was the first county in South Carolina to initiate and implement a home rule form of county government, in contrast to the prevailing county delegation system. Over the years Kershaw County has experienced diverse and steady economic growth. In 1975 it ranked fourth out of forty-six counties for per capita personal income.

Topography and Geography

Kershaw County is located in the north central section of South Carolina, 32 miles from Columbia, the state capitol. It contains 786 square miles or 503,040 acres. The northern

part of the county contains part of the Piedmont Plateau. Here, red clay hills have outcroppings of superior granite. The northeast half of the county is in the Sand Hills, or Upper Pine Belt region, a part of the old Coastal Plains. The southern part of the county is in the river terrace or flood plain region. The rich alluvial soil of this section supported large plantations.

Two rivers flow through the county, the Wateree in the west and the Lynches in the east. It has a mild climate with an average annual temperature of 62.8. The mean temperature in January is 45.8, the average in July is 80.3. It has an annual precipitation of 46.2 inches per year. Kershaw County has a long growing season, averaging 219 days. Its first killing frost occurs, on the average, on November 10. The last killing frost is, on the average, March 22. The elevation of Camden, the county seat, is 170 feet above sea level.

The county has varied recreational facilities. Goodale State Park is in Kershaw County, containing 2,300 acres and two lakes. The City of Camden itself also has a large park system with 178 acres of city parks. The county also contains over 200 miles of riding trails for horses. Lake Wateree, controlled by the Cresent Timber Company, a subsidiary of Duke Power Corporation, is located on the northwest border of the county.

Demography and Economic Profile

The County of Kershaw has experienced steady but slow growth over the past forty years (see Table 1). In 1950 the county's population was 32,287 people. By 1970 it was 34,727. The period from 1950 to 1960 showed a gain of 4%, but the gain between 1960 and 1970 was smaller at 3.4%. This rate is expected to accelerate, however, with increasing residential development in the county. Two other factors are expected to speed up the growth rate for the county. First is the continued growth of the Columbia Metropolitan Area. With the incorporated boundary of Columbia about 20 miles from the county, suburban development will probably link Camden and Columbia. With the recent completion of Interstate 20 through the southern portion of the county, this facility will speed development along the corridor from Columbia to Florence, South Carolina. A second factor is the stabilization of agriculture and forest products activity in the county. No longer is there a vast out migration of farmers. Most of those who remain in agriculture and forestry will continue to work in these enterprises. Also, industrial development is occurring at a steady pace, thus providing some expansion of job opportunities and population growth.

While the data in Table 1 indicate a growth rate for the county, the next census will include the loss of 1,749 persons who, living in the northern tip of the county, voted to be annexed into Lancaster County. It is worthwhile to note that the population in the City of Camden has increased more rapidly than the remainder of Kershaw County. All of the urban population of the county is in Camden. (See Table 2). Between 1910 and 1970, the population of Camden increased from 6,842 to 8,532. Camden accounts for about one-fourth of the county's population. Although Kershaw County has a substantial rural population, most workers living in rural areas work in non-farm employment. Currently, 2.4% of the population lives on farms in Kershaw County.

The age distribution for Kershaw County is identical to the State of South Carolina based on 1970 census data. At that time, 43% of the population was under twenty-one years of age, 49% was between twenty-one and sixty-five, and 8% was over sixty-five. In 1970 the racial distribution of Kershaw County was nearly identical to that for the state, with 68% white residents and 32% black residents. It also had slightly more females (52%) than males (48%).

Among adults over 25 years of age the median education of Kershaw County residents was slightly higher than the median attainment for the state. (See Table 3). While Kershaw adults attained 10.6 years of formal education, the state figure was 10.5.

Economic Profile

The economic base of Kershaw County is summarized on Tables 4 and 5. Manufacturing, government employment (including education), wholesale/retail trade, farming, and forestry are the leading economic base categories. Some of the wholesale/retail trade category includes agricultural input and marketing firms. This distribution of economic activity will probably be similar in the future with two expeptions. The wholesale/retail trade and services/miscellaneous categories will increase in importance as additional residential subdivisions are added in Kershaw County.

There are are approximately 1,400 acres (as of 1977) in Kershaw County devoted to industrial land use. More than 1,000 of these acres are used by the E.T. Dupont de Nemours and Union Carbide companies, wast of the Wateree River. Other large manufacturers are Kendall Mills in Bethune, Duke Power on Lake Wateree, the industrial complex along Dicey's Ford Road and the B.F. Goodrich Company in Elgin. The Cogsdill Tool Products Company, a Michigan based firm, has recently opened a plant. The largest employer is Dupont with 3,200 employees. The company makes

synthetic fibers. Other large employers are Skyline Manufacturing, a sportswear company with 580 employees, Hermitage Cotton Mills, and B. F. Goodrich with approximately 400 employees each.

While employment in manufacturing showed a slight loss in Kershaw County between 1970 and 1975, the county was not as severely affected as many others in the state by shortages of petroleum products. In 1976, for example, the unemployment rate for the county stood at 6.7%.

Over all, the economy of the area can be characterized as viable and growing. With the increased access to Columbia via the interstate highway and the overall interest of industry in southern relocation, the prospects for continued industrial growth in Kershaw County appear favorable.

IV Local Perspectives on County Development

Development in Kershaw County has been stable and deliberate for nearly three decades. A comprehensive zoning ordinance was implemented in the county in 1969 and the result has been a long range planning approach to expansion and land use in the county. The perception of county leaders on zoning will be discussed in Section V of this paper. Opinions about current development, based on recent history of the county,were obtained from seven interviews conducted in December, 1978. The following information is based on input from these community influentials about their county's general development.

In the area of economic development, most influentials stated the location of small diverse industries in Kershaw would be the most desirable. One such plant, the Cogsdill Tool Plant, has located in the Lugoff area of the county. The tool plant employs 175 semi-skilled workers and began operations in the summer of 1977. Other county developments have included the building of a new shopping center in the Dusty Bend community and the current construction of a new high school in the northern section of the county. Due to county council's formation of a utilities commission in 1976, implementation of a county-wide pure-water system is scheduled for completion by 1979. When complete, a pure water supply will be available along most paved roads, railroads, and residential neighborhoods.

In health care, Kershaw has made some recent progress and is planning for more. Recently the county has obtained four new physicians and six new dentists. With the establishment of the Physicians Recruitment Committee it is hoped by community leaders that this trend will continue. Two major health projects are slated for the county. In the Bethune community, an existing motel has been purchased for the development of a Health Clinic. A major expansion of the county's hospital in Camden is also underway. For improvements in emergency and

admitting care, $3 million in expansions are planned. Despite this progress, those interviewed expressed concern in three areas: intermediate-care nursing homes for senior citizens, rural health outreach clinics, and services to those in poverty. Some leaders expressed frustration at being unable to get state and federal approval for these needs due to laws and regional health care lines.

The issue of land use has been a key one to community and county influentials. When discussing the present state of zoning and planning there was great consistency among respondents. Most seemed to feel that the zoning ordinances were good but needed to be more strictly adhered to. There are only three land use categories in the zoning ordinance: agricultural/residential, commercial and residential. It was noted that considerable variation exists within these categories. Efforts are currently underway to initiate building codes and residential subdivision regulations. These would be amendments to the county-wide planning and zoning ordinance. All respondents agreed that these measures should be adopted.

Most influentials agreed that development in Kershaw County should be systematic and economically beneficial. They expressed concern, therefore, for the mushrooming of residential subdivisions, convenience stores, and fast food restaurants developing along the corridors south and west of Camden, particularly on routes to Columbia. Many said they hoped the historical and environmental interests could exert their influence to implement an architectural review process in the county. One leader characterized the above development as "sprawl and blight" and said, "perhaps these services are needed, but they are aesthetic disasters." Those interviewed wished to control construction that was "quick and cheap" in favor of more durable, architecturally interesting structures.

In general, county influentials felt positive about the future of their county. They found it progressive yet stable in its orientation toward development. They called the people of the area "friendly and ambitious" and cited the better than state average wages and diversified economic base as reasons for their developmental optimism. Most expressed caution about growth without control and voiced a preference for small and diversified industrial development. Most acknowledged a real concern for maintaining the aesthetic interests of the county, especially as represented by the historical, equestrian, and recreational groups in the area.

One influential came to the conclusion that Kershaw County could set an example for other areas. Said the respondent, "the United States should be like Kershaw County; stable, with steady growth, long range planning, enforced land use regulations, and good public services." As a result of this shared sentiment, the respondents expressed pride in the county's

long-range planning and land use regulation. All characterized Kershaw County as a "desirable place to live."

V Special Development Issue - Kershaw Zoning and Land Use

The issue of planning for growth and development is an important one for Kershaw County leaders. Since the westmost county border is 20 miles, by interstate highway, from Columbia, South Carolina, the impact of this rapidly industrializing capital city reverberates into Kershaw County and the Camden area. Being far sighted about the need for planned expansion, community leaders began in the mid-1960's to develop a comprehensive zoning and land use plan. It is this plan, approved in 1969, that was discussed with three respondents who were instrumental in its design and implementation.

In 1967, then State Senator John West spearheaded legislation to establish home rule in South Carolina counties. This re-organization changed each county's management system. Prior to home rule, state legislators from each county also governed the county. After home rule, each county determined by referendum which of seven alternative types of county government it would have. Kershaw County was the first in the state to establish home rule in 1967 by instituting a county council/manager form of government.

John West, later to become governor of the state in 1970, was instrumental in encouraging county leaders to assess the need for a county wide planning ordinance. Prior to 1967, growth in Kershaw County, especially around Camden, was chaotic, according to one respondent. Senator West helped obtain a $20,000 federal grant, in 1966, to design a long range land use plan. Senator West then appointed a three person committee to lay the groundwork for a plan. The three men worked an average of twenty hours per week from October, 1966 till August, 1967 on the development of this plan.

From September till December 1967 public hearings concerning the new zoning regulations were held. Though hearings were not required by law, county leaders felt public input was necessary if public acceptance was to be expected during the plan's implementation. After examining over 200 comprehensive plans and 100 zoning ordinances, the committee came up with two documents. One was a lengthy overall plan, the other was a legal, but general, ordinance. Both the plan and the ordinance were accepted first by the legislative delegation and, after the home rule implementation, by the newly elected county council. (The transition to home rule also took place between September and December 1967). During 1968 and 1969 full implementation of the plan took place.

The plan divided county zoning into three categories: agri-residential, commercial, and industrial. The plan was designed to protect property owners and facilitate homegeneous growth patterns. These regulations are also designed to control for population density, proper drainage, adequate highway access, and public utility use. Most respondents mentioned the importance of zoning to prohibit multiple land use within specified areas.

In the decade since its inception, various appeals, revisions, and adjustments have been made in the county's zoning regulations. While those interviewed seemed to feel the land use plan has benefitted virtually all of Kershaw's inhabitants there were some business and commercial interests who encountered problems initially. Some businesses had to apply for specific zoning types and faced the possibility of refusal of their application. One respondent stated that this affected only a few property holders and the detriment was called "short-term" when compared to the long term benefits of land use planning.

One major source of concern for county leaders now is the matter of flexibility with zoning regulations. Most respondents mentioned the importance of preserving the historic, aesthetic, and recreational characteristics of the county. The majority of respondents rank economic base and selective industrialization even higher, however. At times decisions concerning the zoning priorities for these two interests conflict. One respondent said that "allowing too much variation and multiple commercial land use" could inhibit implementation of county wide zoning in the county. Two current concerns are subdivision regulations and county-wide building codes. These may be added to the county-wide planning ordinance. Those interviewed felt most concerns were manageable, however, and find that after ten years their system of planning has, in fact, worked very well.

In summary, the experience in Kershaw County, South Carolina, serves as an example of the benefits of long range planning and county-wide land-use regulation. It may be concluded that the county has enjoyed enlightened leadership and county government for more than thirty years. Long-range planning was followed by implementation of home-rule in 1967 and county-wide zoning in 1968. Additional county-wide services were added during the following ten years. By late 1978, county-wide public health services and a county-wide pure-water system were nearly reality. The county has a diversified economic base and an adequate property-tax base, at least through 1978.

Table 1. Population Growth in Kershaw County

Year	Population	Percent Increase
1950	32,287	4.0
1960	33,585	3.4
1970	34,727	4.7
1976(estimate)	36,700	

Table 2. Trends for Urban and Rural Population, Kershaw County

Year	Population	No.Urban	%	No. Rural	%
1960	33,585	6842	21%	26,743	79%
1970	34,727	8532	25%	26,195	75%

Table 3. Median School Years attained by Adults Over 25 Years of Age

	All Races	Black	White
South Carolina	10.5	7.2	11.9
Kershaw County	10.6	7.6	11.4

Table 4. Non-farm Wage and Salary Employment, Kershaw County, 1976

Industry	Employees	
	Number	Percent
Manufacturing	7,000	50.6
Contract Construction	760	5.5
Transportation/ Public Utilities	300	2.2
Wholesale/ Retail Trade	1,800	13.0
Finance Insurance, Real Estate	260	1.8
Government	2,500	18.1
Services/ Miscellaneous	1,220	8.8
Total	13,840	100.0

Table 5. Cash Receipts From Farm and Forestry Marketings, Kershaw County, 1976

Category	Million $
Crops	2,715
Livestock and Livestock Products	3,104
Government Payments	79
Forest Products	5,656
Total	11,554

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